# City of Harrisonburg, Virginia

# Community Development Block Grant Program Annual Action Plan for year FY 2006

## **ORIGINAL SUBMITTAL**

U.S. Department of Housing and Urban Development
Richmond Office of Community Planning and Development

May 16, 2005

## **Application For Funds From U.S. Department of Housing and Urban Development**

Replaces SF424: <u>Application for Federal Assistance</u>, when submitted electronically. However, until further notice, an original signed hardcopy of the SF424 must be provided to the local HUD CPD office. This module will most likely be absorbed by the E-Grants process by the end of FY05.

A. Submission Submission type is (choose one of the three below):	
1. ☐ Strategic Plan with Annual Action Plan	
a. Period covered in years is: 3  4 5	
b. Timeframe covered (mm/dd/yr) is from 7/1/04 to 6/30/07.	
c. Submission date (Note: no submissions accepted from 8/16 to 11/14): 7/14/04	
d. Type of Submission (Check one in each of the two columns below):	
Original Full Plan	
☐ Update ☐ Abbreviated Plan	
Amendment: Minor	
Amendment: Substantial	
2. Annual Action Plan only	
a. Timeframe covered (mm/dd/yr) is from July 1, 2005 to June 30, 2006	
b. Year of Strategic Plan period for this submission: 1☐ 2☒ 3☐ 4☐ 5☐	
3. Annual Performance Report	
a. Timeframe covered (mm/dd/yr) is from to	
b. Year of Strategic Plan period for this submission: 1☐ 2☐ 3☐ 4☐ 5☐	
4. Catalog of Federal Domestic	
Assistance Numbers Assistance Titles Amounts of Application R	1
14-218	\$ 613,398
HOME Investment Partnership Act Grant (HOME)	\$
☐ Emergency Shelter Grant (ESG)	\$
☐ Housing Opportunities for Persons with Aids (HOPWA)	\$

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Name: City of Harrisonburg
 Identifier: B-05-MC-51-0029

3. Employer Identification Number (EIN): 546001343

4. DUNS number: 070423694

5.	Applicant is (choose one):
$\boxtimes$	Local Government: City
	Local Government: County
	Consortia
	State
П	District of Columbia

6. U.S. Senators (list both): John Warner George Allen

7. Names of Members of Congress for this jurisdiction Congressional Districts

Robert Goodlatte

## 8. Applicant/Grantee Representative:

Name: Kimberly Alexander
Title: Block Grant Coordinator

Telephone Number: 540-432-8923

## 9. Certification

"To the best of my knowledge and belief, all data in this application are true and correct, the document has been duly authorized by the governing body of the applicant, and the applicant will comply with the attached assurances if the assistance is awarded."

6th

Signed (enter PIN):

Date signed:

Name: Title: Telephone I	n for matters involving this application: Kimberly L. Alexander Block Grant Coordinator Number: 540-432-8923 Fax Number: 540-432-7778 ress: CDBG@ci.harrisonburg.va.us
C. For HUD Use Or	nly
1. Is applicant deli	nquent on any Federal debt?  yes  no
2. Is application su	ubject to review by State Executive Order 12372 process?
☐ No. This	tion was made available to the E.O. 12372 process for review on (date): s program is not covered by E.O. 12372. s program has not been selected by the State for review.
3. Date Plan subm 4. Date Plan Revie 5. Date Plan Revie	w due (45 days from HUD CPD receipt)
6. Plan approved	☐ yes Date or ☐ no Date Extension granted ☐ yes ☐ no Date Quantity of days extended Explanation Date Grantee signed off Recommended actions

7.	Reviewing offices	check those that wi	III be reviewing):	
	□ FOD		Relocation	□IG
	☐ FHEO	☐ CPD		□ogc
	☐ SF			☐ Other
	⊔ MF	☐ CPD I	EO	
8	Check any of the fo	ollowing that h	ave been inclu	ded in this submission:
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- \* Please note that the following Appendices and/or parts of certain Appendices are **not included** in this Action Plan because they are included in the City's 2005-2007 Consolidated Plan
  (available in the City Manager's Office and on the City website (<a href="www.ci.harrisonburg.va.us">www.ci.harrisonburg.va.us</a>) and have not been altered from their original form.
  - Appendix A, Maps 1 and 2
  - Appendix B, Tables 1A, 1B, 1C, 2A, 2B, and 2C (note for objective number, performance indicators and estimated number of units to be achieved for each proposed project, refer to Table 3 project sheets)
  - Appendix D
  - Appendix E

	. Annual Action Plan ue annually no less than 45 days prior to the grantee's program year start date.
	For Year ☐1 ☐ 2 ☐3 ☐4 ☐5 of Strategic Plan period.
	. <b>Managing the Process: Citizen Participation</b> Does jurisdiction have a completed and approved Citizen Participation Plan on file? ☑ Yes ☐ No
2.	Actions taken to provide for/encourage citizen participation in developing the Annual Action Plan. Check all that apply.  Outreach (Indicate methods used):  To minorities and non-English-speaking persons To persons with disabilities To low - and moderate-income persons living in slum and blighted areas To low - and moderate-income persons living in areas where CDBG funds are proposed to be used To residents of predominantly low - and moderate-income neighborhoods To residents of public housing Citizen Advisory Committee Neighborhood meetings Focus groups Public hearings Dates: November 29, 2004 & April 6, 2005 Cother: (List below)
	Public Notices in local newspaper Press Releases News Articles Radio Spots Fliers posted on City Hall Announcement Board Announcements on City website and at televised City Council meetings
3.	Public Notices/Public Comment: Was notice given at least two weeks prior? ⊠Yes □ No 30-day comment period: From April 7, 2005 to May 6, 2005 Was reasonable access provided to the public for plan review during the 30-day comment period? ⊠Yes □No

# B. Managing the Process: Consultation with Public and Private Entities

1.	Which organizations were consulted when preparing the Annual Action Plan? Check all that apply.  Agencies that provide:
	Agencies that provide:  Assisted housing
	Indicate names: Harrisonburg Redevelopment & Housing Authority
	☐ Health services
	Indicate names: Harrisonburg-Rockingham Health Dept., Harrisonburg-Rockingham Free Clinic , Lead Safe Virginia Program, Office of Healthy Homes & Lead Hazard Control
	Social services
	Indicate names: Harrisonburg-Rockingham Social Services
	Homeless services
	Indicate names: Mercy House, Community Resource Center ☑ Services to persons with disabilities
	Indicate names: Valley Associates for Independent Living, The ARC of Harrisonburg-Rockingham, "A Dream Come True" Accessible Playground
	Adjacent units of general local government
	Indicate names:
	☑ Other (identify): Friends of Blacks Run Greenway, Harrisonburg Downtown Renaissance, Harrisonburg Boys & Girls Club, Roberta Webb Child Care Center, Community Association for Rural Transportation, Training to Achieve Rewarding Careers, Roberta Webb Child Care Center, Harrisonburg Economic Development Office, Harrisonburg/JMU Hispanic Council, Valley AIDS Network, Rockingham Memorial Hospital, Valley Program for Aging Services, Office of Children & Youth
2.	Lead agency or entity responsible for overseeing the development of the plan: City Manager's Office
	Lead Based Paint: What organizations were consulted when preparing the portion of the plan dealing with lead-based paint azards? (Check all that apply)  State or local health agencies
	Indicate names: Harrisonburg-Rockingham Health Department, Lead Safe Virginia Program, Office of Healthy Homes & Lead Hazard Control
	Other     Other
	Indicate names: Harrisonburg Redevelopment and Housing Authority, 2000 Census

## C. Managing the Process: Certifications

For each year of the strategic planning period and for applicable programs, check the certifications on the Certification Checklist that are complete and correct. Until the feature of electronic signatures is available in this Consolidated Planning tool, please submit a hardcopy of each required certification to your local HUD Community Planning and Development Office. Be sure to use the appropriate version (Local or State certifications)), and that it has been signed by your official Applicant/Grantee Representative (see the "Applicant Section" in Module I. "Application for Funds From U.S. Department of Housing and Urban Development").

Note that by signing these certifications, certain documents must be completed, in use, and on file for verification. These documents include:

- 1. Analysis of Impediments to Fair Housing
- 2. Citizen Participation Plan
- 3. Anti-displacement and Relocation Plan

#### D. Financial Sources/Uses

Approximately \$613,398 in Federal funds from the CDBG program will be available in FY 2006 to provide decent housing, establish and maintain a suitable living environment, and expand economic opportunities, especially for low- and moderate-income persons.

## **Funding Sources**

Entitlement Grant (includes reallocated fund	s)	
CDBG	\$613,398	
ESG	\$0	
HOME	\$0	
HOPWA	\$0	
Total		\$613,398
Prior Years' Program Income NOT previousl	y programmed or reported	
CDBG	\$0	
ESG	\$0	
HOME	\$0	
HOPWA	\$0	
Total		\$0

Reprogrammed Prior Years' Funds			
CDBG	\$0		
ESG	\$0		
HOME	\$0		
HOPWA	\$0		
Total	\$0		
Total Estimated Program Income	\$0		
Section 108 Loan Guarantee Fund	\$0		
TOTAL FUNDING SOURCES	\$613,398		
Other Funds \$			
Submitted Proposed Projects Totals \$613,			
Un-Submitted Proposed Projects Totals			

The City will not receive program income from prior years (not previously programmed or reported), nor does it anticipate any reprogramming of prior year funds.

The City anticipates that the following Federal, State, local, and private resources will remain or become available over the 3-year planning period to address priority strategies.

#### **Federal Resources**

Funds from HUD and any other Federal sources are available to address the Consolidated Plan's priority needs, such as grants and other revenues that may be available to provide funding to the City or other organizations within the City.

Section 108 Loan Guarantee (Section 108): Through Section 108, HUD guarantees notes issued by units of general local government. Funds finance economic revitalization and development activities that include housing and rehabilitation of privately owned buildings for residential purposes; expansion of for-profit businesses; financing and rehabilitation of low-income and public housing; acquisition, construction, or rehabilitation of neighborhood and community facilities; site improvement on community-owned land leased to a developer for a commercial or industrial development project; site development; purchase of land or buildings for economic development; and infrastructure development that includes street reconstruction and/or sewer system repairs.

**Community Services Block Grant (CSBG):** This program can fund activities to implement anti-poverty activities such as housing counseling, emergency assistance, and other supportive services.

**Brownfields Economic Development Initiative (BEDI) Grants:** BEDI grants target Economic Development Initiative funds to brownfields projects. BEDI grants are made to local governments for use in supporting brownfield redevelopment activities and projects financed in whole or in part with Section 108 Loan Guarantees.

**Economic Development Initiative (EDI):** The Economic Development Initiative provides grants to be used in tandem with Section 108 guaranteed loans for economic revitalization projects. These grants will enhance the viability of such projects (through interest rate subsidies and debt service/operating reserves) and increase the likelihood that the Section 108 loans can be repaid from project revenue.

**Federal Historic Preservation Tax Incentives:** Federal Historic Preservation Tax Incentives are available for buildings listed in the *National Register of Historic Places* or located in certain historic districts that are substantially rehabilitated for income-producing purposes according to standards set by the Secretary of the Interior.

**Home Repair Loan Program (Section 504):** The Home Repair Loan Program is available to low-income and elderly people who prefer to stay in their current homes, though they cannot afford repairs.

**Housing Preservation Grant Program:** This program also makes available funds to repair housing. Non-profits receive grants, and they in turn make funds available to homeowners that cannot afford to make needed repairs.

Head Start/Early Head Start: This program awards grants to local public and private nonprofit and for-profit agencies for comprehensive child development services for children and families. Intended primarily for low-income families, the program fosters the development of children and enables them to deal more effectively with both their present environment and later responsibilities in school and community life.

#### **Local Public Resources**

Local funds may also be used to address the Consolidated Plan's priority needs

**City of Harrisonburg General Funds:** These funds support organizations that provide housing and/or supportive services to area residents including low-income families and persons. The City provides approximately \$3,930,966 annually to local outside agencies and organizations from general fund resources.

## **Subrecipient Voluntary Match**

Although not required by the City in order for an agency or organization to receive CDBG funds, the City of Harrisonburg strongly encourages its subrecipient applicants to show a match (whether agency funds, private donations, or in-kind) against CDBG funds. By demonstrating matching funds, the applicant will receive additional evaluation points, thereby increasing the likelihood that its project will be funded.

## V. Consolidated Annual Performance Report (CAPER): N/A

## VI. Narratives

#### Year 2: General Needs and Issues

Through discussions with various local agencies and organizations, public hearings, phone calls/comments from individual citizens, and survey distribution, it appears that affordable, decent housing is a priority need in the City. Related specifically to housing, the following are the most prevalent current needs:

- Rehabilitation of public housing units;
- Transitional housing;
- Demand for single floor rental units for the elderly;
- Demand for 1 and 2 bedroom rental units;
- Elimination of accessibility barriers for elderly and disabled;
- Rental rehabilitation projects to benefit the very lowest-income households, especially large families, and 2-4 person households;
- Additional rent assistance for extremely low-income families;
- Owner-occupied rehabilitation especially for low and extremely low-income households;
- · Assistance to low- and moderate-income renters for home purchase; and
- Revitalization of older neighborhoods.

Discussions with various local agencies and organizations, public hearings, phone calls/comments from individual citizens, and survey distribution also indicate a variety of non-housing community development needs. Those of the highest priority are:

- Health Care Services;
- Dental Services:
- Child Care:
- Transportation Services;
- Sidewalks & Pedestrian Infrastructure (especially sidewalk improvements to business districts from elderly / disabled housing units);
- Homeless/Emergency Services
- Job Creation/Retention;
- Recreational Services (especially youth services);
- Parks & Playgrounds:
- · Disabled Services; and
- Employment Services & Job Training.

#### Year 2: Description of Actions To Be Taken

In determining which projects to fund, the City made an effort to address as many of the above needs and issues as possible. The City received \$1,434,620 in funding requests for project year 2006. This amounted to twice as many applicants and more than \$500,000 more in requests than in project year 2005, and the City has less funding. For this reason, the CDBG application process for this funding cycle was extremely competitive. The City's \$613,398 in CDBG funds will be spent as outlined in the following paragraphs.

In the area of Housing and Property Improvements, the City selected two projects. \$140,000 will be provided to the Harrisonburg Redevelopment and Housing Authority (HRHA) to assist in financing debt service on a \$3.3-\$3.5 million bond for the rehabilitation of 40 Public Housing Units in the Harrison Heights Development, which are public housing units built in the early 1960's. This proposal will assist approximately 131 individuals (variable depending on the size of families living in the units at any given time) through enhanced living conditions. At this time, it is important to note that the City intends to continue using \$140,000 in CDBG funds each year for likely 15 years, but up to 20 years, to continue assisting in financing debt service on this same bond. This should be noted because future awards to the HRHA for this purpose will be considered "pre-award costs" that must necessarily comply with 24 CFR 570.200 (h). Future awards to the HRHA for this purpose will affect future grants by reducing the amount available to other applicants. However, there is no regulatory cap on the Housing & Property Improvements funding category (from where the HRHA award would be taken), so even if applications in this category increased in subsequent years, new applicants to this category may not necessarily be adversely affected, as they might be if the future awards were to come from Public Services or Administration funding. Additionally, because the City has identified Housing & Property Improvements, specifically the rehabilitation of public housing units, as a very significant and high priority, and because the City has made similar awards to the Housing Authority since the City became an entitlement, and because the HRHA seems to be the logical choice for funding a project that will benefit the highest number of LMI individuals with housing needs, the City believes that future awards to the HRHA for this purpose will not affect other applicants seeking CDBG funds any more or less than applicants have been affected in past funding cycles. It should also be noted that the City has requested permission from HUD to make payments for this project with CDBG funds for a period of longer than two years (likely 15, but up to 20 years) following the effective date of the grant agreement for this funding cycle. The City contends that continuing to fund this debt service for more than two years would significantly contribute to the goals and purposes of the CDBG Program by serving a very high number of LMI families and individuals, especially in comparison to the number of LMI individuals and families served by some other projects. Further, failure to continue funding this debt service for more than two years would likely result in an undue hardship to the City and to the HRHA. The rehabilitation of these public housing units is particularly important due to current environmental conditions at these units, such as lead-based paint and sanitary plumbing concerns.

Also in the area of Housing and Property Improvements, Valley Associates for Independent Living, Inc. (VAIL) will utilize \$15,000 in CDBG funding and a partnership with Rebuilding Together to complete housing modifications that will remove architectural barriers, making homes accessible; to make emergency repairs; and to provide weatherization for individuals with disabilities who have low to moderate incomes.

The City has chosen to support the following Community and Public Facilities Projects, one of which is being completed through an outside organization, two of which are City projects, and two of which are collaborations between outside organizations and City departments. Friends of Blacks Run Greenway will receive \$60,000 to assist in the completion of Liberty Park, a unique park that will serve the entire City of Harrisonburg. The City will use \$47,040 in CDBG funds for two sidewalk projects, one on Washington Street from Simms Avenue to Main Street (\$37,440) and the other on Simms Avenue from the Lucy Simms School to Washington Street (\$9,600). These two projects may be treated as one. The City's Parks & Recreation Department, in conjunction with a community group, will use \$122,000 in CDBG for "A Dream

Come True" Accessible Playground. This playground will be an "inclusive" playground that combines "regular" play equipment with "special" play equipment to serve children with disabilities. This playground will serve the entire City of Harrisonburg; currently, the closest "inclusive" playground is more than 100 miles from Harrisonburg. Finally, in this category, the City's public works department, in conjunction with Harrisonburg Downtown Renaissance, will be awarded \$30,000 to assist in the development of an engineering design for the City's downtown streetscape.

The City will use \$122,679 in CDBG funds for Administration. This will be used for salaries, benefits, office supplies, postage, travel and training, and other administrative costs relating to the CDBG Program.

Seven Public Services projects have been selected to receive CDBG funding. The Harrisonburg-Rockingham Free Clinic will receive \$15,000 to provide free medications to low-income, uninsured residents of Harrisonburg. The Arc (Association of Retarded Citizens) of Harrisonburg and Rockingham will use \$14,150 in CDBG funding to expand and continue outings and volunteer activities by purchasing fuel for the vans, a portable PA System to use while reading aloud in nursing homes, and other program materials. Rockingham Memorial Hospital (RMH) will receive \$12,529 to expand their Hand-in-Hand Resource Mothers Program for pregnant and parenting teens. This program is designed to enhance birth outcomes for both mother and baby and to prevent disorders by promoting good health behaviors for the mother and the baby during the first year of the baby's life. \$11,000 in CDBG funding will be provided to Mercy House for assistance to those who have left the homeless shelter within the last year. Assistance includes emergency financial assistance, mentoring, child care assistance, gas vouchers, bus passes, car repairs, training, and other services. Valley Program for Aging Services (VPAS) will be awarded \$9,000 to expand their Meals on Wheels Program to serve an additional 11-12 elderly individuals. VPAS intends to collect income data on these individuals, even though they are presumed LMI, and it is likely that all those served will fall into the extremely low- income category. The City intends to award \$9,000 to the Office of Children and Youth, Institute for Innovation in Health and Human Services at JMU as well. This funding would be used for a dental care program that will provide service to 65 children from LMI families. These children will have cavities filled, sealant applied, and become pain free. The final Public Service activity that the City will fund is an emergency housing assistance program for people with AIDS and HIV. The City will provide \$6,000 to the Valley AIDS Network for this purpose.

The City does not intend to spend any CDBG funds under Economic Development.

For more detailed information on the proposed projects, please refer to the Table 3 worksheets that have been completed for each project.

#### A. General

1. Harrisonburg is a city of 17.4 square miles and approximately 42,500 inhabitants. It is located in the geographic center of the Shenandoah Valley of Virginia. The City is equidistant from Washington, D.C. (124 miles), Richmond, Virginia (116 miles), and Roanoke, Virginia (111 miles). It is a part of the Central Shenandoah Planning District. The community was established in 1780 and became an incorporated city in 1849. The City has a rich history of civic pride, philanthropy, and development. Despite the positive changes experienced by the City, however, there remain areas of unmet need, and a collective desire to see our community improve and prosper to a greater extent.

Harrisonburg is an independent city, which means it is not part of any county. This legal separation of cities and counties is unique to the Commonwealth of Virginia. A city's boundaries can only expand via a court-approved annexation of property from the surrounding county. The last annexation involving Harrisonburg took place in 1983 and allowed the City to more than double in size and recapture some of the population that had shifted to suburban areas. The General Assembly has enacted a moratorium on annexation that is still in effect; therefore, for the 2005-2007 Consolidated Plan, the City considers its boundaries to be fixed.

Map 1, located in Appendix A of the City's Consolidated Plan (available on the City website or in the City Manager's Office), indicates the areas of concentration of low and moderate income households. Map 3, located in Appendix A of this document, identifies the physical locations of the City's 2006 CDBG projects. In the case of public service activities or other activities that are City-wide, the location indicated is only that of the central office or spot from which the program is run.

- 2. Due to the type and quantity of Subrecipient grant applications received and the limited amount of funding available to address priority needs and objectives, the City has focused on addressing areas of needs versus allocation of funds by geographical area. However, there is a map located in Appendix A that shows the physical locations of the 2006 project sites in relation to Harrisonburg's LMI census tracts. Those projects not located in LMI areas (and many of those that are) serve either an LMI limited clientele or the City as a whole, which is more than 51% LMI.
- 3. At this point, the primary obstacle identified in meeting underserved needs would be the financial limitations of the City and the various other agencies attempting to meet those needs.

#### B. Affordable Housing

#### 1. BASIS FOR ASSIGNING PRIORITY:

Following the research and data gathering process, the City grouped LMI housing needs by category as follows:

- 1. Households with incomes 0-30% of median
- A. Small families who are renting and paying more than 50% of their income for rent.

Reason for priority: Small households at this income level who are paying over 50% of their income for rent are not left with much to cover the additional essential expenses of food, clothing and transportation. Additionally, at this income level, even half of the monthly income is not large in terms of actual dollar amount, which is likely to mean that the property owner is not receiving sufficient cash flow to adequately maintain the rental property.

#### B. Small families who are renting and paying more than 30% of their income for rent

Reason for Priority: Small households at this income level who are paying over 30% of their income for rent are not left with much to cover the additional essential expenses of food, clothing and transportation. Additionally, at this income level, even half of the monthly income is

not large in terms of actual dollar amount, which is likely to mean that the property owner is not receiving sufficient cash flow to adequately maintain the rental property.

#### C. Large renter families living in substandard housing

<u>Reason for Priority</u>: By addressing this category of need, the City not only will assist low-income households to improve their living situation but by improving the condition of the housing stock, will improve neighborhood conditions and stabilize the tax base.

#### D. Elderly renters paying more than 50% of their income for rent

Reason for priority: The elderly have no further income-earning potential and therefore few alternatives when faced with disproportionate rents.

#### E. Elderly renters paying more than 30% of their income for rent

Reason for priority: The elderly have no further income-earning potential and therefore few alternatives when faced with disproportionate rents.

#### F. Owners who are paying more than 50% of their income for housing related costs

Reason for priority: Owners in this income category who are paying over 50% of their income for basic housing related costs do not have any funds available for routine maintenance needed on homes. This problem is especially serious for low-income households, as they are limited by income to purchase older homes, which require more maintenance. This results in unsafe living conditions for members of these households, and it has a negative impact on the appearance of neighborhoods.

#### 2. Households with incomes 31-50% of median

#### A. Elderly renters paying more than 50% of their income for rent

Reason for priority: The elderly have no further income-earning-potential and therefore few alternatives when faced with disproportionate rents.

## B. Elderly renters paying more than 30% of their income for rent

Reason for priority: The elderly have no further income-earning potential and therefore few alternatives when faced with disproportionate rents.

#### C. Owners who are paying more than 50% of their income for housing related costs

<u>Reason for priority</u>: Owners in this income category who are paying over 50% of their income for basic housing related costs do not have any funds available for routine maintenance needed on homes. This problem is especially serious for low-income households, as they are limited by income to purchase older homes, which require more maintenance. This results in unsafe living conditions for members of these households, and it has a negative impact on the appearance of neighborhoods.

#### D. Owners who are living in substandard housing

<u>Reason for priority</u>: By addressing this category of need, the City not only will assist low-income owner households to improve their living situation, but by improving the condition of the housing stock, the effect will be to improve the condition of neighborhoods and stabilize the tax base.

#### 3. Households with incomes 51-80% of median

There does not appear to be a significant problem for owners or renters in this income category, thus the City has no plans to make housing related assistance a priority for these owners.

#### 2. HOW THE CHARACTERISTICS OF THE HOUSING MARKET INFLUENCE USE OF FUNDS.

The proportion of renters to owners has increased over the last decade in Harrisonburg and homeownership affordability is becoming more of an issue. Rental housing remains relatively affordable, although it is becoming more difficult for large family renters. However, some rental units, particularly public housing units are aging and in need of upgrades and improvements. The Harrisonburg Redevelopment and Housing Authority is taking a very proactive approach in establishing and supporting programs that seek to increase homeownership opportunities in Harrisonburg and that improve and expand the stock of decent affordable privately owned rental housing and public housing. In furtherance of these efforts, the Authority has targeted renovations to existing public housing units as its number one priority. The units in Harrisonburg were all built in the 1960's and have not received any significant renovations since that time. In light of this, the City allocated funds in FY 04-05 to the Authority that is allowing it to undertake the architectural and engineering design for the renovations, and the City proposes to award the Authority CDBG funding this year and in subsequent years to assist in funding the renovations themselves. The City and the Authority will also continue to monitor trends in homeownership and privately-owned rental units, and support programs that assist LMI residents in meeting their housing needs.

The City intends to amend its Consolidated Plan in the next few months, and as a part of those amendments, this section may be enhanced to include discussion of the extent to which any racial or ethnic group in the above categories has a disproportionately greater need in comparison to the needs of the respective categories as a whole.

#### C. Homelessness

1. Describe the jurisdiction's strategy for helping low-income families avoid becoming homeless.

Through data that has been gathered to date, there does not appear to be a large problem of existing homelessness, including low income families being threatened with homelessness. The City will continue to work with the Harrisonburg Redevelopment and Housing Authority to assist low income families in meeting their housing needs and will continue to monitor trends in order to be able to prioritize needs and prevent identified problems from resulting in homelessness.

2. Describe how the jurisdiction will reach out to homeless persons and address their individual needs.

As noted in Section 3/4, there is not a significant homeless problem in Harrisonburg at this time. However, the City will continue to support agencies and organizations that provide the homeless with temporary and/or transitional housing. The City funded Mercy House, an agency which provides temporary/transitional shelter and homeless services, with 2005 CDBG funding, and the City intends to fund this agency again in this grant cycle. Please see the Mercy House Table 3 sheet in Appendix B of this Plan for detailed information on this project.

3. Address the emergency shelter and transitional housing needs of homeless persons.

Information relative to emergency shelter and transitional needs is addressed in Table 1A of the City's Consolidated Plan, available in the City Manager's Office or on the City website.

4. Describe how the jurisdiction will assist homeless persons to make the transition to permanent housing and independent living.

The City will continue to work with and through the Harrisonburg Redevelopment and Housing Authority and the agencies identified in Section 3/4 to assist the homeless in transitioning to permanent housing and independent living. The City's proposed funding of Mercy House specifically addresses this issue, and more information regarding this particular project may be found in Table 3 for Mercy House.

5. Describe the jurisdiction's Continuum of Care

While there is no existing Continuum of Care, the Community Resource Center, an agency funded by the City last year with CDBG funds, is working in conjunction with the Harrisonburg Redevelopment and Housing Authority to develop a CoC and a Homeless Management Information System (HMIS) to better manage information on and services to the City's homeless population. When this system is in place and there is more data available on this population, the City's Consolidated Plan will be updated to reflect the new data.

6. Describe the nature and extent of homelessness by racial and ethnic groups, to the extent that information is available

See Section 3/4, Tables III-A and III-B. Again, when the Community Resource Center and the HMIS system have more information/data available, the Consolidated Plan will be updated to reflect this.

#### D. Other Special Needs (Non-homeless)

Other non-community development needs identified in the data gathering process included services for the elderly, persons with AIDS/HIV, and the developmentally disabled, and services complimenting or supplementing local law enforcement efforts in crime prevention and focus on at-risk youth. These needs are discussed in more detail in Section III (B)(5) and in Table 1B of the City's Consolidated Plan, available in the City Manager's Office and on the City website. Activities addressing these identified needs are proposed for funding in this Action Plan, and more detail on the specific projects is available in Appendix B in the Table 3 project sheets.

#### E. Non-Housing Community Development Plan

Public facilities, infrastructure improvements, economic development and planning and administration were noted as the primary needs in this category. These needs are discussed in greater detail in Section III (B)(6) and in Table 2B of the City's Consolidated Plan, available in the City Manager's Office and on the City website. Public service needs and senior programs are also noted in that section, but are further elaborated upon in Section III (B)(5) of the City's Consolidated Plan. With the exception of economic development (for which no grant requests were made this year), activities addressing these identified needs are proposed for funding in this Action Plan, and more detail on the specific projects is available in Appendix B in the Table 3 project sheets.

#### F. Barriers to Affordable Housing

The City does not feel that it has any public policies that constitute barriers to affordability. The City permits construction of manufactured housing meeting state codes, and the minimum lot size requirement for lots in new subdivisions is not excessively large. Also, the City does not impose excessive development fees for new construction.

However, to better address this issue, the City is currently developing an Analysis of Impediments to Fair Housing Choice (AI), using a qualified consulting firm. This AI should be completed by June 30, 2005, and a copy of this document will be available for review in the City Manager's Office, and it will be posted on the City website.

## G. Lead-based paint hazards

It should be stressed that not all units with lead based paint pose a lead paint hazard. Lead paint presents a health hazard primarily to children under the age of 7 and then mainly when lead paint is not in good condition and housekeeping skills and nutrition are poor. For these reasons, the mere presence of lead based paint in all of the estimated units does not constitute a significant problem in and of itself.

The only way to determine the lead based paint hazard is to test for the presence of lead in household dust, soil, paint, etc, and to evaluate the condition of the paint containing lead. There has been no comprehensive testing for lead hazards in residential properties in the City and therefore, it is not possible to determine the actual lead paint hazard. However, while there have been no incidents of lead poisoning, the

Housing Authority has noted that the majority of its public housing units do contain encapsulated lead-based paint which is beginning to show signs of deterioration. These public housing units were built in the early 1960's. This is one of the reasons the authority placed the renovations to existing public housing units as its number one priority. The City is, therefore, taking action to alleviate lead-based paint hazards and funding the #1 priority for public housing by funding the HRHA in the amount of \$140,000 for rehabilitation of the Harrison Heights units. Additionally, the City is providing the HRHA with a moral obligation of \$140,000 for the term of the bond for this rehabilitation, which is likely 15, but up to 20, years.

It is important to note that Harrisonburg is not included on the Virginia Department of Health's listing of "high risk areas" for lead poisoning, even though there are several areas in surrounding Rockingham County that are considered "high risk". The Department's "Prevalence of Elevated Blood Lead Levels and Proportion Tested by Locality of Residence" for children under 72 months, years 2000, 2001, 2002, and 2003 listed 3, 1, 4, and 1 child(ren), respectively, as having elevated blood lead levels. The respective percentages of children of that age with elevated blood levels to those tested is 1%, 0%, 1%, and 0%.

The 2003 Annual Report Summary of Surveillance Data for Children with Elevated Blood Lead Levels (Part B – Health District Statistics) offers some additional data for 2003, such as cases of elevated blood levels by race, sex, age, range of elevation, locality (Rockingham – not Harrisonburg), and patient status, however, this data is analyzed by Health District Rather than locality, so it does not provide a clear picture of Harrisonburg's statistics. In fact, it rather has the opposite effect, as Harrisonburg is probably counted with Rockingham County, which includes several high risk areas. Regardless, this data is provided in Appendix G of this Action Plan. Also provided in Appendix G is a table showing the number of children with elevated blood lead levels and rate per 100,000 for localities in the Central Shenandoah Valley Health District for 1996-2002. Appendix G is labeled as such because in addition to providing statistics for this Action Plan, it shall be made as an amendment to the City's Consolidated Plan, for which Appendices A-F already exist.

Further, discussion with the local Health Department revealed the following information. Since July of 2004, there have been 3 children residing in the City of Harrisonburg identified by the local Health Department as having elevated blood lead levels. All 3 children are Hispanic, and two of the three are located in LMI Census Tracts. The third is either located in an LMI census tract or just outside of one. The streets on which the 3 children live are Myrtle Street (LMI), Chicago Avenue (possibly LMI, depending on exact location), and Liberty Street (LMI). Comparatively, in the most recent cases of elevated blood lead levels identified by the local health department in children in surrounding Rockingham County, all of the children are white. The local Health Department expressed concern that they may see a greater number of Hispanic children in the area with elevated blood lead levels in the future compared to other ethnicities, due to the fact that much of the Hispanic population migrating to the area arrive with pottery and canned products from their homeland, which may contain high levels of lead. The local Health Department stated that it is difficult to tell whether the elevated blood lead levels in these groups are caused by lead in the houses in which they reside or in their pottery and canned products.

Additionally, 2000 Census data shows a total of 13,689 housing units in the City of Harrisonburg. Because Census data is separated by decade, it is impossible to determine how many housing units were built prior to 1978; the data used in this analysis and estimation is separated at the year 1979, because that is all the Census data provides. 7,736 of the 13,689 housing units in Harrisonburg were built in 1979 or before. These are broken down as follows: 1,176 built in 1939 or earlier, 719 built from 1940 to 1949; 1,390 built from 1950 to 1959; 1,466 built from 1960 to 1969; and 2,985 built from 1970 to 1979. Per the comments in the HUD CDBG award notice to the City, received September 3, 2004, "estimates show that, nation-wide, approximately 80-85% of units built prior to 1978 contain some lead based paint." Using the above Census data, this would mean that 6,189 to 6,576 housing units in Harrisonburg contain lead-based paint. However,

remember that the above data includes housing units built in 1978 and 1979, during which time the use of lead based paint was banned. For this reason, the City assumes that the number of housing units containing lead-based paint is less than 6,189 to 6,576. This would mean that less than 45% to 48% of all of the housing units in Harrisonburg contain lead-based paint. The Census data also tells us that the median year-built for all housing units in the City is 1977.

8, 001 of the 13,689 housing units in the City are renter-occupied; 5,132 are owner-occupied. When broken down by tenure, we see that there are 3,348 owner-occupied housing units built in 1979 or before. Comparatively, there are 4,109 renter-occupied housing units built during that same period. However, while the median year-built for owner-occupied units is 1972, the median year-built for renter-occupied units is 1979.

Estimates of Lead-based paint presence and hazard were also calculated by inserting 2000 Census data into an excel spreadsheet distributed by Mr. John Baker of HUD. This spreadsheet is included in Appendix G of this Action Plan. According to these calculations, approximately 3,418 housing units in the City of Harrisonburg contain some lead-based paint, and approximately 1,709 of these are a hazard. Again, it is important to note that while the spreadsheet has a cut off year of 1977, 2000 Census data uses 1979 as cut off year.

#### H. Anti-poverty Strategy

The City does not provide any direct services to reduce the number of households with income below the poverty line. In considering the factors affecting poverty that may be impacted by the existing housing programs of the City, it appears that coordination of production and preservation of affordable housing with supportive programs and services targeted to special needs populations including victims of domestic violence, the physically and mentally handicapped, and elderly would benefit this population. In addition, targeted projects such as street and sidewalk improvements, utility replacements and upgrades, and new or upgraded recreational facilities will contribute toward renewed vitality of and pride in affected neighborhoods.

#### I. Institutional Structure

The following list includes all agencies that may have a role in addressing identified housing and community development needs in the populations covered in this strategy.

<u>Harrisonburg City Manager's Office</u>: The City office agency providing access to and administration of Federal funds available to cities for the various projects described. The Manager's Office is responsible for the development and implementation of this Action Plan.

Harrisonburg Redevelopment and Housing Authority: A public housing authority providing rent assistance through HUD certificates and vouchers, management of subsidized housing for the elderly, access to funds for development of transitional housing. The City Council appoints the Board of Directors of this Authority, and the City Council must approve all borrowing of funds and issuing of bonds, etc. However, the City does not provide the Authority will any annual funding allocation, nor does the City provide oversight in regards to hiring, procurement, and contracting. The Authority does comply with all state and federal procurement and other procedures.

<u>Harrisonburg-Rockingham Health Department</u>: The public health agency charged with responding to reports of elevated blood lead level in children and conducting outreach, assessment and education services. Although the state appoints the Director of this agency, the City provides the Department with annual funding, this year in the amount of \$321,156.

<u>City of Harrisonburg Police Department</u>: The Police department has several community-based crime prevention programs including include Community Watch, Auxiliary Police Officers, National Night Out, the Citizens Police Academy and the Weed and Seed Program. The HPD is a City Department and the Chief of Police is hired by the City Manager. The Police Department's budget is \$5,982,547, and funding comes from the City, state funds, and grants. The HPD follows City/VA procurement procedures.

<u>The Salvation Army</u>: The Salvation Army provides financial assistance for rent, utilities and prescriptions. The Salvation Army also has a food pantry, clothing vouchers (used clothing) and in extreme emergencies our agency provides bus tickets. The Salvation Army also provides emergency shelter 24 hours a day. The City provides this organization with annual funding, this year in the amount of \$15,000.

<u>First Step</u>: A private non-profit organization providing emergency shelter for families and individuals who are victims of domestic abuse, counseling, a 24-hour crisis line and programmatic support for residents of transitional housing facilities. The City provides this agency with \$21,000 annually.

<u>Harrisonburg-Rockingham Free Clinic</u>: Free family practice health care is provided to the low income, uninsured of Harrisonburg. Patients are seen by volunteer doctors, nurses, dentists, and other health professionals. The City provides this agency with \$8,500 annually.

<u>Harrisonburg-Rockingham County Department of Social Services</u>: The Social Services structure provides financial aid, housing, transportation, and health assistance to Harrisonburg residents. The City Manager and the Rockingham County Administrator appoint the Director of this agency, and they are the direct supervisors of this person. This agency receives annual funding from the City, this year in the amount of \$1,979,936.

<u>Harrisonburg Boys & Girls Club</u>: The Club provides youth development programs including homework help and tutoring, alcohol and drug abuse prevention, teen pregnancy prevention, conflict resolution, juvenile delinquency prevention, athletics, cultural enrichment, citizenship and leadership development, outdoor and environmental education, and parent training. Boys and Girls Club also offers Hispanic programming. The Club is participating in the renovation of its home site, the Lucy Simms School, which will result in vastly improved facilities for club programs. The building is owned by the City of Harrisonburg. The City provides \$45,000 annually to this organization.

<u>Harrisonburg Department of Public Transportation</u>: Provides transportation for low-income, elderly, and disabled people, as well as the general population of Harrisonburg, along with public school transportation. This is a City Department, and the department head is hired by the City Manager. The budget for this department is \$5,047,135.

<u>Harrisonburg Department of Public Works:</u> Provides sanitation, street and sidewalk repair, maintenance, and construction, traffic planning and control, and stormwater management services in low and moderate income neighborhoods as well as the city in general. This is a City Department, and the department head is hired by the City Manager. The budget for this department is \$7,217,565.

<u>Harrisonburg Department of Parks & Recreation:</u> Provides maintenance of existing parks, playgrounds, and other public facilities, and provides construction oversight of the development of new facilities. Also runs the City's recreational & after-school programs. This is a City Department, and the department head is hired by the City Manager. The budget for this department is \$3,375,280.00.

<u>Harrisonburg Department of Public Utilities</u>: Provides water and sewer services, including repair, maintenance and replacement of existing lines, and construction of new lines in low and moderate income neighborhoods, as well as the city in general. This is a City Department, and the department head is hired by the City Manager. The budget for this department is \$13,294,692.

<u>Harrisonburg Downtown Renaissance:</u> Coordinates the revitalization of Harrisonburg's downtown area, which is a tremendous asset to the City as a whole. Works with the City Department of Public Works to coordinate and oversee the development of a new downtown streetscape design.

<u>Friends of Blacks Run Greenway:</u> Coordinates and oversees the Liberty Park Project, a unique park located in downtown that will serve the entire City.

<u>Valley Associates for Independent Living, Inc. (VAIL)</u>: VAIL provides vocational and residential placement and support, and educational services to adults who have a documented disability.

Mercy House, Inc.: Mercy House is a transitional housing shelter for homeless families with children. Assistance with clothing, food and counseling is also available.

Rockingham Memorial Hospital: The only hospital in Harrisonburg. They provide a variety of public service-type resource programs that target LMI individuals and families in the area.

Valley Program for Aging Services: Provides "Meals on Wheels" and other services for the elderly in the Harrisonburg area.

<u>Valley AIDS Network:</u> Provides housing assistance and other types of assistance to persons with HIV and AIDS.

<u>James Madison University (JMU):</u> This is a state-funded university in the heart of Harrisonburg. JMU plays an integral role in the City's economic vitality. In addition to providing hundreds of jobs for area residents, a strong revenue stream for City businesses, and a steady demand for housing units, JMU provides a variety of public services to the community. JMU's Institute for Innovation in Health and Human Services administers a variety of grants that serve the Harrisonburg area.

<u>Community Association for Rural Transportation (CART):</u> The Community Association for Rural Transportation (CART) is a private non-profit transportation provider. They serve low income and elderly riders and riders with disabilities.

<u>The ARC of Harrisonburg-Rockingham</u>: The Association for Retarded Citizens (ARC) provides an array of services for persons with mental retardation and their families. services include the ARC Op Shop -- a work activity center for adults with mental retardation; respite care; parent - to - parent assistance, support and information (for parents of all types of special needs children).

<u>Harrisonburg Children's Museum (HCM):</u> HCM is a community-based museum offering a wide range of educational exhibits and programming options for children.

<u>Gemeinschaft Home:</u> Gemeinshaft is a 41 bed residential program that addresses the needs of non-violent ex-offenders and substance abusers coming out of therapeutic community programs inside the Virginia Department of Corrections. It is dedicated to providing an environment where the ex-offender can find support, acquire work and living skills, advance education goals and secure safe and affordable housing.

Roberta Webb Child Care: Roberta Webb child care provides quality, affordable, licensed child care in a safe and nurturing environment. The Webb Center serves children ages 2-5 in the Harrisonburg area. The program is geared toward parents that balance work and/or school with parenting (often with little support).

<u>Training to Achieve Rewarding Careers (TARC), Inc.:</u> TARC is a job training and educational program whose focus is in helping low-income residents overcome barriers to attaining, retaining and advancing in employment.

The City feels that between the continued efforts of those listed above there is sufficient existing basis for addressing any gaps that may be discovered in the existing institutional structure without the City itself creating a new entity to address this issue.

In terms of carrying out activities to address identified housing and community development needs, the City will continue to work directly with the agencies providing these services and related services to better coordinate efforts.

#### J. Coordination

The City anticipates continuing its coordination of human service funding with other social service agencies and charitable organizations to better target the limited amount of human service dollars available in the community. The City will also continue to coordinate its housing efforts with the Harrisonburg Redevelopment and Housing Authority.

Economic development activities will continue to be primarily coordinated with the City's economic and community development departments. Redevelopment efforts will be coordinated with local organizations and citizens groups on an ad hoc basis based on the area and impact of proposed redevelopments.

Community facilities improvements and new construction will be coordinated with the City's Parks and Recreation, Public Works, and Public Utilities Departments, respectively.

## K. Public housing resident initiatives

Appendix D of the City's Consolidated Plan (available in the City Manager's Office and on the City website) includes the Harrisonburg Redevelopment and Housing Authority's (HRHA's) 5-Year PHA Plan which outlines resident participation in the planning process and other

initiatives of the Authority. Further, the City of Harrisonburg will, as detailed in the Year 2 narrative on page 13 of this Action Plan, continue to fund the HRHA's rehabilitation of the 40 public housing units located in the Harrison Heights development, as this is the HRHA's #1 priority.

L.	Low income housing tax credit coordination	N/A
М.	HOME:	N/A
N.	ESG:	N/A
Ο.	HOPWA:	N/A

## P. Monitoring

Each project supported by the Community Development Block Grant will be monitored carefully by the City to ensure appropriate use of CDBG funds. As a part of their application for funding, all subrecipients are asked to submit an action plan with measurable objectives to be achieved by the following specified dates: September 30, December 31, March 31, and June 30. Quarterly progress reports corresponding with these deadlines (due 14 days after each deadline) will be required for each project receiving grant funds. Quarterly Reports will include, at minimum:

- A description of all project activities that have taken place to date, including all outreach activities and public participation events:
- Photographs of progress to date, if applicable;
- A description of how objectives specified for achievement by that date have been met, OR a description of obstacles that
  have prevented those objectives from being met, how those obstacles are being addressed, and a new anticipated date of
  completion for those objectives;
- A description and dollar amount of CDBG funds spent to date, and how much of those funds have already been reimbursed;
- A description and dollar amount equivalent of matching funds (including in-kind) expended to date;
- A description of any anticipated problems or obstacles, and a plan for how those future obstacles will be addressed;
- A description of the <u>number</u> and <u>qualifying LMI characteristics of persons or households</u> assisted with CDBG funds to date, such as LMI by household income, homeless, severely disabled, abused children, migrant farm workers, battered spouses, illiterate adults, elderly, or persons living with AIDS; and

Other supportive information or documentation, as applicable.

The final quarterly report will serve as the final project report, and will include, in addition to items outlined above, a thorough assessment of the project, including successes and weaknesses; a comparison of projected accomplishments and objectives to actual accomplishments and goals achieved, including reasons for any discrepancies between the two; notation of any CDBG funds or matching funds that were not expended and reasons why; total <a href="mailto:number">number</a> and <a href="mailto:qualifying LMI characteristics of persons or households">number</a> assisted with CDBG funds or other resources leveraged by using CDBG funds, including any matching funds or donations that would not have been received without CDBG assistance; and identification of future related projects that may be eligible for CDBG assistance. This final report will be due 14 days after June 30 or date of final reimbursement, whichever is later.

In additional to these quarterly reports, each recipient will submit periodic requests for reimbursement. Each reimbursement request must be accompanied by a City request form, documentation of payment for eligible expenses (i.e., invoices, receipts, copies of checks, time sheets, etc.), documentation of matching funds expenditure or donations (i.e., volunteer time logs, time sheets, mock invoices for donated items, etc.), and other supporting documentation.

Each organization receiving funding will be required to maintain records of all project expenses, activities, correspondence, and other information as requested by the City or by HUD, for a period of no less than five years from the date of the final project report. All files and records will be made available during normal business hours and other reasonable times for review by the City or by HUD.

Additionally, Harrisonburg's Block Grant Coordinator will make site visits to inspect the progress of each project and review subrecipient records at least once per project during each grant cycle. For all projects requiring building construction or renovation, the City building inspector will make site visits to ensure that construction/renovation meets City building codes and zoning regulations. These inspections will be completed as dictated by the City's building permit process. Additionally, for construction/renovation projects, including façade improvements, either the City building inspector, City engineer, or Block Grant Coordinator will complete a site inspection prior to reimbursements to ensure that materials for which a reimbursement is requested are in place on the building. Reimbursements for construction/building materials and façade improvements will only be made once the materials are in place. A Site Visit Evaluation Worksheet will be completed for each monitoring visit, building materials verification visit, or other visit by the Block Grant Coordinator, and all worksheets will be maintained in City CDBG files.

As a part of the subrecipient application process, organizations were required to outline a plan for project/program evaluation. Each plan is different and is tailored specifically to the organization's project. During site inspections and quarterly report and records reviews, the City Block Grant Coordinator will confirm that each subrecipient is following their outlined evaluation plan OR the agency will be required to submit an amended evaluation plan to the City, which satisfies City requirements.

The City will also perform any other monitoring activities as prescribed by HUD or as the City deems necessary to ensure full compliance with all CDBG and other federal, state, and local regulations.